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REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS ANGOLA VERIFICATION MISSION

Introduction

1. I expect soon to be in a position to report to the Security Council that the United Nations Angola Verification Mission (UNAVEM) has successfully fulfilled the mandate entrusted to it by the Security Council in resolution 626 (1988) of 20 December 1988, namely to verify the redeployment to the north and the staged and total withdrawal of Cuban troops from Angola, according to the timetable agreed by Angola and Cuba on 22 December 1988 (S/20345), which provides for the total withdrawal to be concluded on 1 July 1991.

2. The purpose of the present report is to advise the Security Council on how it might wish to respond to a request that has been transmitted to me by the Government of Angola and which, if accepted by the Security Council, would make it necessary to enlarge and prolong the mandate of UNAVEM.

3. As members of the Security Council will be aware, four documents, known collectively as the Peace Accords for Angola, were initialled at Estoril, Portugal, on 1 May 1991 by delegations of the Government of Angola (hereinafter "the Government") and the National Union for the Total Independence of Angola (UNITA). The Peace Accords for Angola are the result of a process of negotiation that has taken place between the two Angolan delegations, with the mediation of the Government of Portugal and with the participation of observers from the Union of Soviet Socialist Republics and the United States of America. As I informed the Security Council in informal consultations on 26 March 1991, my Deputy Military Adviser took part in the latter stages of the negotiations as a technical adviser on the cease-fire aspects.

4. On 15 May 1991 the two Angolan delegations informed the mediator that the Peace Accords for Angola had been approved by their respective sides and that, as a result, a de facto suspension of hostilities would come into effect on

that day. It was further agreed that the Accords would be signed at Lisbon on 31 May 1991 (S/22617).

5. On 17 May 1991 I received a letter dated 8 May 1991 from the Minister for External Relations of Angola which enclosed the texts of the Peace Accords and requested me to take action in order to ensure the participation of the United Nations in verifying the implementation of the Accords and, to that end, to inform the Security Council of the necessity to prolong UNAVEM's presence in Angola until general elections had been held during the period between September and November 1992. The Minister's letter, together with the text of the Peace Accords for Angola, has been circulated as document S/22609.

Verification tasks arising from the Angola Peace Accords

6. The arrangements for the cease-fire are set out in detail in the Cease-fire Agreement which, together with its annexes and appendices, constitutes the first of the four documents in the Peace Accords for Angola. The modalities for the verification and monitoring of the cease-fire are described in sections III and IV of that document and amplified in its annex I. They may be summarized as follows:

(a) A Joint Political-Military Commission (CCPM) would be formed and would be composed of representatives of the Government and of UNITA, as members, and of representatives of Portugal, the Soviet Union and the United States, as observers. A representative of the United Nations could be invited to participate in the meetings of CCPM;

(b) A Joint Verification and Monitoring Commission (CMVF) would be formed with the same composition as CCPM. A representative of the United Nations would be invited to its meetings. It would report to CCPM. It would be responsible for ensuring the effective observance of the cease-fire;

(c) CMVF would establish monitoring groups, which would be subordinate to it and would be composed, in equal numbers, of representatives of the Government and of UNITA. They would be unarmed;

(d) The monitoring groups would be responsible for monitoring on the spot the observance of the cease-fire, including responsibility for preventing, verifying and investigating possible violations of it;

(e) The monitoring groups would be organized in 6 regions and would be deployed on a full-time basis at each of 50 locations ("assembly areas") where the troops of the 2 sides would be assembled during the cease-fire, 27 of the areas being for government troops and the other 23 for those of UNITA. In addition, the monitoring groups would be deployed at 32 airports and 22 ports, of which 22 coincide with, or are in close proximity to, assembly areas. There would thus be 82 locations at which the monitoring groups would be deployed on a full-time basis;

(f) United Nations personnel, who would have their own command structure, would be deployed on a full-time basis at the 50 assembly areas and at 12 other "critical points" and would undertake regular patrols to certain other locations. They would verify that the monitoring groups were assuming their responsibilities. This would include United Nations support in the investigation and resolution of alleged violations of the cease-fire. The security of the United Nations personnel, who would also be unarmed, would be the responsibility of the party that controlled the zone where they were present.

7. The timetable envisaged for the cease-fire is set out in section V of the Cease-fire Agreement (S/22609, p. 7). The United Nations verification operations would begin as soon as the Cease-fire Agreement was signed on 31 May 1991. The monitoring groups would be operational by 15 June 1991 and the United Nations verification capability would be fully deployed by 30 June 1991, whereupon the troops of the two sides would begin to move to the assembly areas. That movement would be completed by 1 August 1991.

8. In addition to the verification of the cease-fire, the Accords also refer to a possible role for the United Nations in monitoring the Angolan police during the cease-fire period. This reference is in section III of the Protocol of Estoril (S/22609, p. 49). The neutrality of the police, whose functions and activities would be the Government's responsibility, would be verified and monitored by teams of monitors composed of two members designated by the Government and two by UNITA, plus one expert in police affairs designated by and under the command structure of the United Nations. The monitoring teams would visit police facilities, examine their activities and investigate possible violations of political rights by the police. They would report to CCPM (see para. 6 (a) above). In principle there would be 3 such teams in each of Angola's 18 provinces, but this number could be modified as necessary.

9. The Peace Accords for Angola also contain references to a possible request to the United Nations for technical advice on certain electoral matters (Estoril Protocol, sect. I, para. 4 (S/22609, p. 46)) and to the supervision of the elections by international election observers (S/22609, pp. 42 and 45). It is understood, however, that the two sides have not yet decided which international organization or organizations they will request to provide such assistance. Should they decide to approach the United Nations, I shall of course make a further report to the Security Council.

Possible enlargement and prolongation of UNAVEM's mandate

10. If the Security Council should decide, as recommended below, to accept the Angolan Government's request that the verification tasks attributed to the United Nations in the Peace Accords for Angola be entrusted to UNAVEM, this could be achieved in the manner described below. These proposals are based on consultations that were conducted with the two Angolan parties during the

recent negotiations in Portugal, with the active participation of the mediator and the two observer delegations.

11. With effect from the date of signature of the Peace Accords for Angola and the formal entry into force of the cease-fire, UNAVEM's mandate would be enlarged to include:

(a) Verification of the arrangements agreed by the Angolan parties for the monitoring of the cease-fire, as set out in the Cease-fire Agreement, which forms part of the Peace Accords for Angola;

(b) Verification of the arrangements agreed by the Angolan parties for the monitoring of the Angolan police during the cease-fire period, as set out in section III of the Estoril Protocol, which forms part of the Peace Accords for Angola, subject to the provisions of paragraph 17 below.

12. UNAVEM would, of course, continue to implement its original mandate of verifying the total withdrawal of Cuban troops from Angola until that withdrawal is concluded on 1 July 1991, at which time I will report to the Security Council on the completion of the original mandate.

13. UNAVEM's new mandate would last from the date on which the cease-fire enters into force, namely 31 May 1991, until the day following the completion of presidential and legislative elections in Angola, which are to be held in the period between 1 September and 30 November 1992 (Estoril Protocol, sect. I, para. 9 (S/22609, p. 47)).

14. The provisions of paragraph 5 of my report of 17 December 1988 (S/20338) would continue to apply to UNAVEM, except that:

(a) Given the expansion in the Mission's strength and the increased complexity of its tasks, it would be appropriate to raise the rank of the Chief Military Observer to Major-General after the present Chief Military Observer, Brigadier-General Pericles Ferreira Gomes, lays down his command in July 1991, after 31 months of distinguished service to the United Nations. I would in due course consult the Security Council in the usual way about the appointment of his successor;

(b) After the report that I intend to present in July 1991, the timing of subsequent reports to the Security Council would be determined by developments in the peace process in Angola, subject to any guidance that the Security Council might wish to provide on this point.

15. UNAVEM's new organization and deployment, under the overall command of the Chief Military Observer, would include the following elements:

(a) Its headquarters, which would remain at Luanda, and six regional headquarters collocated with the CMVF regional headquarters referred to in paragraph 6 (e) above;

(b) A group of up to 350 military observers who would be deployed as follows:

(i) At the Mission and regional headquarters, including mobile rapid reaction teams that would defuse incidents and carry out investigations at locations where there was no resident UNAVEM presence;

(ii) In teams of 5, at each of the 50 assembly areas (see para. 6 (e) above);

(iii) In teams of not less than 2, at 12 "critical points", agreed by the 2 sides, at certain ports, airfields and border crossings;

(iv) In mobile patrols, which would make regular visits to all border crossings other than those at the critical points that would have a resident UNAVEM presence;

(c) A group of up to 90 police observers who would be deployed, in teams of 4, in each province;

(d) An air unit consisting of 3 fixed-wing aircraft and 12 utility helicopters;

(e) A medical unit of 14 all ranks;

(f) Civilian support personnel drawn from the United Nations Secretariat, numbering approximately 80 persons, together with a similar number of locally recruited staff.

16. The main responsibility for implementing UNAVEM's mandate regarding the cease-fire would fall on the teams of military observers deployed at the 50 assembly areas and elsewhere in the field. These verification teams would work closely with, but would remain separate from, the monitoring groups composed of representatives of the two parties. They would observe closely the manner in which those groups were carrying out their functions in order to verify that the joint monitoring machinery was working effectively. They would respond to requests for assistance and would use their good offices to resolve any problems that might arise within the monitoring groups. Each of the teams deployed at assembly areas would patrol the whole extent of its assembly area and verify that the parties were complying with the detailed rules relating to such areas, which are set out in appendix 4 to annex I of the Cease-fire Agreement (S/22609, p. 28).

17. As regards the monitoring of the Angolan police, both Angolan parties have agreed that, notwithstanding what is stated in section III, paragraph 2.1 of the Estoril Protocol (S/22609, p. 49), the UNAVEM police observers would not be members of the monitoring teams but, like their military colleagues, would work closely with the Angolan teams, while maintaining a separate identity and being under the United Nations chain of command. It has also

been agreed that the UNAVEM police observers would normally work in pairs and that not all patrols by the Angolan monitoring teams would be accompanied by UNAVEM observers.

18. Both parties have agreed that they would establish appropriate liaison arrangements with UNAVEM at their respective headquarters. The Government has also confirmed that the status agreement concluded between it and the United Nations when UNAVEM was established would remain in force.

19. Turning to the composition of UNAVEM, it would be my intention, having consulted the two sides, to request the 10 Member States that already contribute military observers to the Mission to increase substantially the size of their contingents. Given the proposed strength of the Mission, it would also be necessary to find additional contributors of military observers, as well as of support units. I have received suggestions in this respect from the two Angolan parties and I will present proposals to the Security Council, after the usual consultations, if the Council decides to accept the recommendations contained in the present report.

20. A preliminary estimate of the cost to the United Nations of enlarging and prolonging UNAVEM's mandate in the manner described above and my observations on financing of the Mission will be circulated in an addendum to the present report.

Observations

21. It is a matter of great satisfaction that an end is at last in sight to the cruel war that has ravaged Angola for too long. I congratulate all concerned - the Government and UNITA, the mediator and the two observer delegations - for their statesmanship and diplomatic skill in negotiating the Peace Accords for Angola. Now that the two sides have confirmed their acceptance of the Accords, it is of the greatest importance that all hostilities should cease and that the de facto cease-fire should be observed. It is distressing that there should have been so much loss of life since the Accords were initialled on 1 May 1991. I appeal to both sides to ensure that no further fighting occurs during the coming weeks while the mechanisms for monitoring and verifying the cease-fire are put in place.

22. The concepts set out in the Cease-fire Agreement for the monitoring and verification of the cease-fire seem to me to be sound, provided that the two sides adhere scrupulously to their commitments under the Accords and that their representatives work together in a new spirit of cooperation and national reconciliation. By entrusting the main tasks to the parties themselves, the arrangements proposed would have the advantage of reducing the costs to the international community at a time when there is an ever-growing demand for funds for peace-keeping.

23. I accordingly recommend that the Security Council take the earliest possible decision to enlarge and prolong the mandate of UNAVEM in order to enable it to carry out the new verification tasks arising from the Peace Accords for Angola, on the basis of the proposals contained in the present report.